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AUTHOR De Sanctis, Vincent; Paulsmeyer, David L.
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ABSTRACT

The National Advisory Council on Adult Education (NACAE) is examined from the perspectives of various adult educators and the Council members themselves. Focus is on three areas: (1) the demographic characteristics of the thirty-seven people who have served on the NACAE since its inception in January, 1971; (2) Council member activities undertaken to meet legislative mandates; and (3) a comparison of how Council members rate their own performance with the ratings done by members of the adult education community. Questionnaires were sent to past and present Council members as well as to key adult educators, such as state directors of adult education and college professors. Based on twenty-one responses, the demographic characteristics of Council members include the following: (1) 70 percent were between thirty-five and fifty-four years old, (2) 68 percent had at least a masters degree while 34 percent possessed a doctorate, (3) income levels are above average, and (4) more than 56 percent are employed as educators. Regarding activities, Council members were unanimous in identifying advisory functions, reviewing guidelines and regulations, and working on legislative proposals as characteristic Council functions. Finally, Council members' ratings on the Council's impact were higher than those of adult educators. The implication of this last finding is that the Council members' perceived impact would be more effective if the Council and a wider base of adult educators were communicating more regularly. (EM)

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THE NATIONAL ADVISORY COUNCIL ON ADULT EDUCATION: A DESCRIPTIVE ANALYSIS

A Paper Presented to the

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by

Vincent De Sanctis, Ed. D.
Department of Secondary Education

and

David L. Paulsmeyer, Ph. D.
Department of Government and Public Affairs

Assistant Professors
Southern Illinois University at Edwardsville
Edwardsville, Illinois 62026

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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Introduction

The National Advisory Council on Adult Education (NACAE) has been called "...the best advocate Adult Basic Education has in Washington D.C." and labeled "...one of the highest quality councils affiliated with the U.S. Office of Education" by members of the adult education community. In sharp contrast however, are the following comments offered by other observers of NACAE. "I frankly see little impact the Council has made in its long history." The "Council is suppose to monitor U.S. Office of Education performance. It has not done so!"

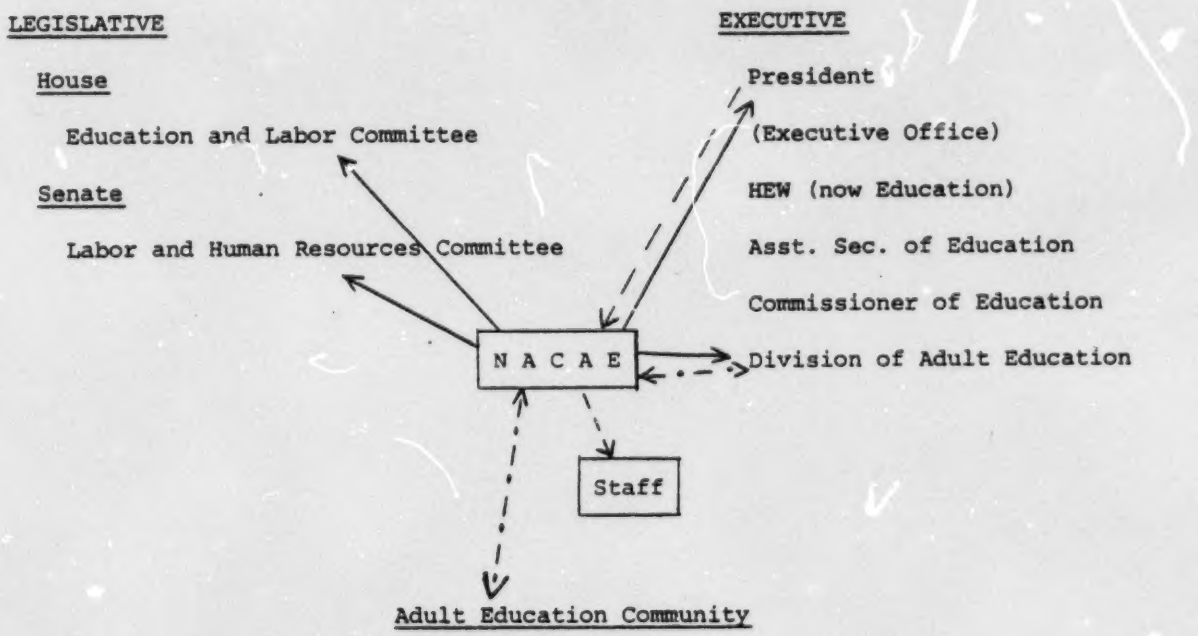
The purpose of this paper is to address three questions: 1, Who are the 37 people who have served on the NACAE since its inception on January, 1971 through August, 1979?; 2) What activities have these council members undertaken to meet Council legislative mandates?; and 3) How do council members rate their own performance as compared to ratings done by key members of the adult education community?

After a brief review and discussion of the roles and issues of advisory councils in the federal government and especially the NACAE, information from other studies of advisory councils is highlighted. This section provides a background to the origins of NACAE and suggests several of the controversies surrounding advisory councils. As discussed in more detail in the methodology section, the Council is examined from the perspectives of a variety of adult educators including state directors of adult education, college and university faculty of adult education, U.S. Office of Education staff, presidents and executive secretaries of the Adult Education Association (AEA) and the National Association of Public Continuing Adult Education (ANPCAE) and members of the National Council of Urban Administrators of Adult Education. Information from these groups of adult educators is examined in comparison with the self-assess-

ments of Council members. Implications of the findings for adult education are noted throughout the paper and summarized in the concluding section.

The schema in Figure 1 presents the model which guided the research. For purposes of this paper the focus is on the personal characteristics of Council members, their activities as Council members and comparisons of their self-assessments with those of members of the adult education community. In subsequent papers we will elaborate on these findings and explore other questions about the Council and adult education as suggested in the model.

Figure 1



Background

Known variously as the "Fifth Branch of Government" or the "shadow government," federal advisory committees, with a 1978 cost in excess of $68,000,000 million and a collective membership in excess of 22,000 (U.S. President, 1979), have begun to attract increased interest in recent years from the executive and legislative branches of government as well as some increased interest from the general public. While the federal government has long used and benefited from various advisory activities (see Cronin and Greenburg, 1969) - committees, commissions, White House conferences, special advisors, etc. - the advisory system, and, in particular advisory committees, began to receive attention scholarly or otherwise only within the past decade (Cronin and Thomas, 1971; Kluempke, 1976). A 1970 Congressional study led to the creation of the Federal Advisory Committee Act of 1972. That Act stimulated increased legislative interest (see McMurtry, in U.S. Congress. State, 1978). However, the public has not taken advantage of the Act's intent to increase attention to advisory committee activities (see Tuerkheimer, 1975).

During the 1960s the flurry of legislative activity in response to the various "War on Poverty" programs was predicated on the need to both enlarge the public's involvement[1] and, in Wilensky's term, increase the "organizational intelligence" (1967:180) available to policy makers. A 1967 study of the United States Office of Education by a House subcommittee chaired by Representative Edith Green, observed:

> It is widely recognized that many outstanding educators and citizens, though not available on a full-time basis, do cooperate with the Office through the advisory committee system. The resulting range of specialized knowledge and expertise made available to the Office of Education could not possibly be brought to bear on the programs and plans of a single agency in any other way (U.S. Congress. House, 1967:57).

Among the innumerable advisory committees established was the National Advisory Committee on Adult Basic Education. This eight-member, presidentially appointed

Committee was created as a result of the 1966 Adult Education Act. Chaired by the Commissioner of Education, whose duties precluded little more than "token" participation because of the great number of such bodies he had to serve on (U.S. Congress. House, 1970:11), and lacking a staff and a budget, the committee had restricted involvement in adult education policy-making and limited visibility in the adult education community and viability as an advisement element.

The Adult Education Act of 1970 (P.L. 91-230) changed the Committee to the National Advisory Council on Adult Education (NACAE), a reflection of the broader focus of the new legislation. In addition to the title change, the Council was to have fifteen members rather than eight. The members would elect their own chairman rather than have the Commissioner of Education serve in that capacity. Moreover, they would have a budget sufficiently large to employ their own staff. These provisions increased the possibility for the Council to be independent. Former Associate Commissioner Terrel Bell, who advised at the first meeting of the Council, said that the "members be independent of us bureaucrats in what you say and how you say it and express themselves in such a way that the work of this Council will be known and will have influence" (NACAE, 1971:53). Since becoming operational in 1971 this Council and its members through June 1979 conducted some 45 regular meetings, published 23 reports, testified before several Congressional committees, and participated in numerous local, state and national professional activities. Yet during this span of time and in spite of this extensive activity the Council has received little attention beyond that given to any advisory council as required by the Federal Advisory Committee Act of 1972. The relatively minimal requirements of this legislation have been readily met by the NACAE, essentially by reporting on their activities to HEW (Interview, HEW Official, 1979). Although the Council operates in an open manner and does not exhibit the secretive behaviors that led to the 1972 Act, it has received little public attention beyond an occasional passing third party reference. (Comptroller General, 1975), as part of a larger study (Kluempke, 1976) and in a published interview with its Exec-

utive Director Gary Eyre (Wilson, 1978).

The absence of such information on the National Advisory Council on Adult Education was the spur to the present study. Council membership and performance have never been tested against the language of the Adult Education Act which currently extends through 1984. Nor has this Council, or any others to our knowledge, been systematically examined from the perspective of its relevant constituencies. The legislative language reads in part that the Council should "to the extent possible, include persons knowledgeable in the field of adult education" and also "persons representative of the general public." Its responsiblities include "advise the Commissioner in the preparation of general regulations and with respect to policy matters, review the administration and effectiveness of the programs under this title, and make annual reports to the President."

Review of the Literature

Findings from the few studies that had been conducted of advisory committees raise a number of issues which are applicable to the present study. The 1967 Green report (U.S. Congress. House, 1967), which studied the United States Office of Education, concluded that advisory committees were essential but the subcommittee expressed concern about the composition of committees: namely that too many members were from higher education, even on committees that were more directly concerned with elementary and secondary education (p. 67), and that over 25 percent of the states were unrepresented, with 53 percent of the members coming from only six states (p. 68).

A more extensive study of federal advisory committees was initiated through several hearings in 1969 conducted by a House Special Studies Subcommittee chaired by John Monagan. The subsequent subcommittee report identified several weaknesses of advisory committees some of which included inadequate management controls or oversight, incomplete and inadequate records, the need

for executive accountability for the reports and recommendations, and a difficulty in judging the value of committees and their products in relation to the time, effort and cost (U.S. Congress. House, 1970:6-20).

Cronin and Thomas (1971) found that the 26 HEW educational advisory committees in 1969 had an elite, non-representative character and that they rarely developed alternatives or initiated new policy departures. Nonetheless they were valuable because they had supportive and legitimizing as well as advisory and critical functions. The authors concluded "that advisory boards are more often conservative than creative, more often superficial than systematic and more often co-opted as supporters of incremental expansion of existing activities than independently engaged in fundamental or fresh policy reappraisals" (p. 778).

A further investigation in 1972 by the Senate, while corraborating much of what the earlier Monagan Committee discovered, concluded that they should "be kept to a minimum and they must operate under uniform standards and procedures in the full view of the Congress and the public" (U.S. Congress. Senate, 1972: 6). The result of these investigations was the Federal Advisory Committee Act of 1972.

This legislation did in fact address several of the previously identified shortcomings regarding reporting and the opening of meetings. As a result since 1973 the President is required to submit an annual report to Congress. Further, Congress, particularly the Senate, has held several subsequent oversight hearings to insure that the law has been followed. Evidence soon emerged, however, indicating that the law was less than successful. Senator Metcalf, for example, bemoaned the advisory councils' "lack of representativeness" (U.S. Congress, Senate, 1974), while Senator Percy was concerned about the "all too prevalent lack or inadequacy of internal agency control mechanisms" (U.S. Congress. Senate, 1976) on advisory councils.

In 1976 the Senate Committee on Government Operations conducted additional hearings to amend the Federal Advisory Committee Act. Included in the hearings was a summary report of a doctoral dissertation by Gerald J. Kluemke (1976). Kluemke studied the 16 statuatory councils (including the National Advisory Council on Adult Education) to the United States Office of Education to describe member attitudes and the make-up, function, and utilization of the councils. Kluempke found the following a) council members were older; b) a higher percentage of them were Republican (in 1969 Cronin and Thomas not surprisingly found more Democrats); c) a third were employed in higher education; d) many members were not overly impressed with their impact; e) members were not in agreement as to their major role; f) they met on an average of five times a year; g) council reports are more often than not, inadequately researched, poorly organized, printed in a casual fashion, and frequently late; and h) councils were in need of greater independence from the agencies they advise (487-490). Kluempke concluded with the observation that "advisory councils are an indication that federal officials realize that they don't have a monopoly on information and ideas -- they provide the means by which the government can acquire the services of able, knowledgeable, and dedicated citizens at a relatively nominal cost" (p.491).

In 1977 the General Accounting Office (GAO) issued a report on its study of advisory committees of five federal agencies. The report was especially critical of the annual comprehensive review responsibility of the Office of Management and Budget (OMB). The main criticism concerned a lack of criteria by which to measure the worth of advisory committees. The GAO report suggested the following minimum criteria be used: number of committee meetings, support cost incurred, age of a committee, and reports and recommendations (Comptroller General 1977:30-31).

Just prior to release of the GAO report President Carter on February 25, 1977 issued a memorandum in which he ordered a zero-based review of all advisory committees. The assumption of Carter's memorandum was that committees not

created expressly by statute should be abolished except those for which there is a compelling need, which must have a truly balanced membership, and conduct their business openly as possible consistent with the law and their mandate (U.S. President 1977:249). On May 24, Carter issued a second memorandum which referred to his earlier request. He noted that "I believe more can be done (emphasis in original) and I have asked OMB staff to carefully review your recommendations" (U.S. President, 1977:1012). Included in the subsequent recommendations in a press release August 24, 1977 was that the National Advisory Council on Adult Education, along with the National Advisory Council on Community Education, would be consolidated with the National Advisory Council on Vocational Education (U.S. Congress. Senate, 1977:82). Although Carter by mid-term was seemingly successful in eliminating many advisory committees,[2] he was rebuffed by Congress in attempting to eliminate or consolidate statuatory councils such as the National Advisory Council on Adult Education. While adult education is a minor area of national concern, it has acquired the necessary congressional allies to insure its survival.[3] In a congressional resolution introduced in 1978 by Congressman Carl Perkins (D-Kentucky), a long-time supporter of adult education legislation, the Carter recommendation was dealt a killing blow. Perkins' resolution argued that the populations served by the various councils considered for consolidation are different, the National Advisory Council on Adult Education was even more necessary because of new legislation, and councils should not be organized around administrative structure (U.S. Congress. House, 1978). If statuatory councils were to be eliminated or consolidated Congress, not the President, was going to do it.[4]

Method

Although informative about members' perspectives on the roles of

advisory councils, previous studies have not systematically examined the views of key constituents of advisory councils. Thusly, two questionnaires were developed for this study. First, a member questionnaire was designed based on several questions used in both the Cronin and Thomas (1971) and Kluempke (1976) studies and sent to previous and present council members. Between January, 1971 and August, 1979, thirtyseven individuals have taken the oath of office. (Two additional appointees resigned before receiving the oath). A total of 21 members (62 percent) returned the questionnaires. A second questionnaire incorporating many of the same questions was also developed. This instrument was sent to several categories of adult educators who were thought to be sufficiently aware of the Council's purpose and general activities to provide a good comparison to Council member responses. The adult education community survey included: 57 state directors of adult education, 175 professors of adult education in United States' colleges and universities (names obtained from 1978 membership list of the Commission of Professors of Adult Education), the 17 individuals who have served since 1971 as President of either the National Association of Public Continuing Adult Education (NAPCAE) or the Adult Education Association (AEA) plus their two current executive directors, the 17 professional staff of the U.S.O.E. Division of Adult Education, and some 38 individuals who either served since 1971 as President of the Coalition of Adult Education Organizations (CAEO) or were members of the National Council of Urban Administrators of Adult Education.

The respondents by category were as follows: state directors 43 of 57 (75 percent), AEA/NAPCAE presidents and executive directors 19 of 19 (100 percent), college and university faculty 98 of 175 (56 percent), the U.S.O.E. Division of Adult Education professional staff 11 of 17 (65 percent), and others 20 of 38 (53 percent). As a group the adult

educators had a response rate of 190 of 306 (or 62 percent).

To supplement the mailed questionnaires several individuals were interviewed in Washington, including two congressional aides, an association executive director, an executive director of an education lobbying organization, an official from HEW, an official from the Bureau of Occupational and Adult Education and the executive director of the Council. Finally, several documentary sources were reviewed including: minutes of some 45 Council meetings conducted between 1971 and June 1979, and some 24 Council publications issued during the same period.

Two final methodological notes should be made. One, where appropriate, data from other studies have been presented for comparative purposes. Two, for purposes of this study it was thought productive to identify AEA/NAPCAE presidents (1971-79) as a separate category. As these individuals held other adult education positions, some of which are included in this study, a decision was made to assign them to the presidents' category over their primary position because of the unique, albeit temporary, nature of the former position.

In the following section we examine the findings as they relate to three key questions in this study: Who are the members of the National Advisory Council on Adult Education? What are the major activities of the Council in meeting its legislative mandate? and How do members and adult educators rate their performance?

Council Members: A Profile

The demographic characteristics of the Council members are noted in Table 1. Seventy percent of the respondents were between 35 and 54 years of age, with the balance older. The Kluempke study found a somewhat broader age range with 13 percent over 40 years of age in the Cronin and Thomas

Table 1: Demographic Characteristics: Comparative Profile of Council Members (In Percents)[a]

Characteristic	1975 (Kluempke)[b]	1979 (DeSanctis-Paulsmeyer)
Age		
Under 25	2 %	-
25-34	11	-
35-44	24	35 %
45-54 (45-59)	46	35
55-64 (60 and over)	17	26
65 and over	-	4
	(n=136)	(n=23)
Sex		
Male	64 %	64 %
Female	36	36
	(n=137)	(n=23)
Ethnicity		
Negro	11 %	9 %
Spanish Surname	[illegible]	9
American Indian	9	4
Oriental	5	9
Caucasion	67	70
	(n=130)	(n=23)

[a] Cases "not ascertained" were excluded from the calculation of percentages. Total percentages for each characteristic may not equal 100% due to rounding errors. Total number of cases in the 1975 Kluempke study was 137 and for the DeSanctis-Paulsmeyer 1979 study the total was 23.

[b] Kluempke, 1976: 447 and 451.

study (1971:771). In both studies men were 64 percent and women 36 percent of the respondents. Ethnicity in the two studies was also similar.

The socioeconomic characteristics of Council members are presented in Table 2. More than 68 percent of the current study's respondents had at least a masters degree and one-third or [illegible] percent possessed an earned doctorates. The latter finding is less than that found in either the Kluempke study (45 percent) or the Cronin and Thomas report (60 percent). Since these studies included councils with a higher education focus, such foci may have attracted or required more people with doctorates. In general, the present study reconfirms the previous findings that members tend to possess higher levels of education relative to the general population.

The income ranges in Table 2 reveal a group of individuals with above average incomes, but not unusually so in comparison with other advisors. As the present study covered a period (1971 - 1979) rather than a point in time (c.f. Cronin and Thomas 1976 and Kluempke 1976) it is interesting to note the income comparability. The NACAE members are wealthier, but not dramatically so, than the American population.

More than 56 percent of the Council members were employed as educators which is slightly less than the 61 percent found in the Kluempke study, but far less than the 80 percent found by Cronin and Thomas (1971:771). Several categories such as medicine, media, student and law were totally unrepresented in the present study. Some members of the Council argued that the dominance of educators --- "experts" --- was detrimental because of educators' tendencies to concentrate too much on their own areas of expertise and interest. Indeed, as one member reasoned there may be a conflict of interest in having adult educators serve on the Council which is supposed to exercise more independence and judgment. This and other comments made by Council members draws attention to an underlying concern over whether the Council ought to be more "expert on adult education matters" or more "representative of the larger public."

Table 2: Socioeconomic Characteristics: Comparative Profile of Council Members (In Percent)[a]

Characteristic	1975 (Kluempke)[b]	1979 (DeSanctis-Paulsmeyer)
Education		
Ph. D., Ed. D. M.D., etc.	45.6 %	34.8 %
Masters degree	25.0	34.8
Bachelors degree	20.6	17.4
Associate of Arts	2.2	8.7
12th grade (high school)	6.6	4.4
Eighth grade	0.0	0.0
	(n=136)	(n=23)
Annual Personal Income		
Under $15,000	16.4 %	13.6 %
$15,000 - $24,999	28.4	36.4
$25,000 and above	55.2	50.0
	(n=134)	(n=22)
Field of Employment		
Public Education (including local and state officials)	24.1 %	30.4 %
Higher Education	35.0	17.4
Public Non-Education Agency	5.9	13.0
Business and Industry	12.4	8.7
Private Education	2.2	8.7
Home	1.5	4.4
Other	12.4	4.4
Two or more fields	-	13.0
Medicine, Media, Student, Law	6.6	-
	(n=137)	(n=23)

[a] Cases "not ascertained" were excluded from the calculation of percentages. Total percentages for each characteristic may not equal 100% due to rounding errors.

[b] Kluempke, 1976: 447, 449.

Council members were asked to identify their residency by state or comparable unit at the time of appointment. It does not appear that this advisory council's members are drawn disproportionately from any geographic region. The 23 respondents represented 19 states and the District of Columbia. Of the 37 people who have served on the Council from 1971 to 1979, most have been recruited from the more highly populated such as California and New York. This Council is far more balanced geographically than those cited in the 1967 Green study noted earlier (U.S. Congress. House, 1967:68).

As a presidential council, members are officially appointed by the president.[5] However, Council members were asked to identify the initial source which contacted them to determine their interest in serving. The information in Table 3 reveals that nearly two-thirds of the members were contacted by a White House staff member, 17 percent by an official of Health, Education and Welfare (HEW) or U.S.O.E., 13 percent by members of Congress (or their staff) and four percent by an "other" source. The sources of recommendations for possible membership for this Council tends to be more open and diverse according to one HEW official (Interview, HEW Official, 1979). This is not always true for other councils.

TABLE 3: Initial Source to Determine Members Interest in Serving on the Council

Contact Source	Percent[a]
Member of Council	0
Officials of HEW or U.S.O.E.	17
Member or Staff of Congress	13
White House Staff Member	65
Other	4

[a]Cases "not ascertained" were excluded from the calculation of percentages. Total number of cases was 23. Total percentages for each item may not equal 100 percent due to rounding errors.

Nature and Extent of Council Members' Activities

Council members were asked to recall whether they were adequately oriented to Council activities following their appointments. The result in TABLE 4 indicate that respondents were well prepared prior to their first meetings. Two-thirds or more of the members recalled receiving the following material from Council staff: a history of the applicable program (71 percent), a review of current operations (68 percent), information concerning goals, policies, and procedures of the Council (91 percent), and a copy of the pertainent legislation (100 percent). In comparison to Kluempke's study these findings are very similar although only 83 percent of Kluempke's respondents reported receiving a copy of the applicable legislation. The high level of preparedness found in this study tends to confirm Kluempke's findings that a full-time staff is essential in providing orientation materials and in keeping members informed about Council concerns.

The present study also found that 87 percent of the members were aware of agendas prior to meetings. Unfortunately there is no explanatory evidence as to why three individuals claimed not to have received agendas as this is an activity that would normally seem to be a mechanical procedure that would be uniform for all members. The likeliest explanation is that there were some rare instances of misplaced mail or simply a clerical error.

A frequent criticism of advisory councils has been that they meet on an irregular or infrequent basis. The evidence in TABLE 5 indicates that every respondent attended at least three or more meetings a year, with 79 percent attending five or more. Kluempke, in contrast, found 20 percent who attended two or fewer meetings a year, and only 37 percent who attended five or more. Because of the committee structure of the Council, Council members met on several occasions in addition to regularly scheduled Council meetings.

Information from Council members provides estimates of how much time

TABLE 4: A Comparison of Orientation Materials Provided to New Members (in percent)[a]

Type of Material	Kluempke Study[b] Received	Kluempke Study[b] Not Received	DeSanctis/Paulsmeyer Received	DeSanctis/Paulsmeyer Not Received
History of the Applicable Program	74% (n=101)	26% (n=36)	71% (n=16)	29% (n=6)
Review of Current Operations	75 (n=103	25 (n=34)	68 (n=15)	32 (n=7)
Information concerning goals, policies and procedures of the Council	85 (n=117)	15 (n=20)	91 (n=21)	9 (n=2)
Copy of the Legislation	83 (n=114)	17 (n=23)	100 (n=23)	-
None of the Above	7 (n=10)	93 (n=127)	-	100 (n=21)
Other	-	-	10 (n=2)	90 (n=18)

[a] Cases "not ascertained" were excluded from the calculation of percentages. Total percentages for each characteristic may not equal 100% due to rounding errors.

[b] Kluempke, 1976:

TABLE 5: The Annual Number of Council Sessions Attended (in percent)[a]

Number Attended Annually	Kluempke Study[b] Percent	DeSanctis/Paulsmeyer Percent
2 or less	20 (n=27)	0 (n=0)
3-4	44 (n=60)	21 (n=5)
5-6	22 (n=30)	52 (n=13)
7 or more	15 (n=20)	9 (n=2)
all	-	17 (n=4)

[a] Cases "not ascertained" were excluded from the calculation of percentages. Total percentages for each characteristic may not equal 100% due to rounding errors.

[b] Kluempke, 1976:

they devote to Council activities. As noted in Table 6, 35 percent spent 12 or less hours a month on outside Council activities, 30 percent 13-29 hours per month, and 35 percent 30 or more hours per month. The mean was 25.5 hours. The relatively wide range of hours worked is probably indicative of both the amount of commitment to Council work and the extent of other professional activities. Another explanation could be the fact that Council members are paid a per diem salary when on Council business, a possible incentive for finding the time.

TABLE 6: Members by Average Hours Per Month Devoted to Council Activities

Hours Per Month	Percent[a]
12 or less hours	35% (n=8)
13 - 29 hours	30 (n=7)
30 or more hours	35 (n=8)

$\bar{x}$ = 25.2 hours

[a]Cases "not ascertained" were excluded from the calculation of percentages. Total number of cases was 23. Total percentages for each item may not equal 100 percent due to rounding errors.

What do Council members do when they meet? Members were asked to indicate how they distributed their time among several Council activities. The responses as noted in TABLE 7 indicate that members distribute their time farily evenly in four areas: Council's internal affairs (23 percent), program goals and policies (22 percent), legislation and appropriations (23 percent), and the preparation and discussion of reports (22 percent). The balance of the time is spent on U.S.O.E. activities (nine percent) and other (three percent).

The evenness of this distribution is undoubtedly attributable, at least in part, to the Council's committee structure which provides each member an opportunity to serve on at least one committee. A complimentary explanation may

be that the Council has fallen into a set routine regarding the distribution of its activities.

As presidential appointees with varying but probably high levels of political acumen, it is expected that Council members will be quite willing to personally communicate with government officials regarding Council business. Members were asked to indicate whether they had personally communicated with the White House, Congress, the Assistant Secretary of Education, the Division of Adult Education, or none of the above. Further, they were asked if they received a response to their communications, an attempt in this study to determine some level of Council of personal recognition. As noted in TABLE 8, 77 percent (17 members) communicated with the White House, with 76 percent of them (13 members) receiving a response. Ninety-one percent communicated with Congress, with 90 percent of them receiving a response. The Assistant Secretary of Education was contacted by 55 percent (12 members) with 75 percent (9 members) receiving a response. All 17 members (seventy-four percent) who contacted the Division of Adult Education received a response. All members indicated that they had communicated with one or more of the above.

Council members appear to be quite active in contacting federal officials. Ironically, the relatively low level of communication with the Assistant Secretary of Education would likely have been lower but for the October 1977 testimony of Dr. Mary Berry before a House subcommittee which, because of its highly critical stance towards the adult education program, generated considerable Council response (see NACAE Communication, 1977). The 100 percent response rate from people in the Division of Adult Education (DAE) is not surprising in view of the regular attendance of the director of DAE at Council meetings.

TABLE 7: Distribution of Council Members Time By Council Activities

Council Activities	mean	less than 15 percent[a]	15-25 percent	26 or more percent
Advisory Council's Internal Affairs	23%	35% (n=7)	22% (n=5)	44% (n=10)
Program Goals and Policies	22	17 (n=6)	57 (n=11)	26 (n=5)
U.S. Office of Education Activities	8	78 (n=17)	22 (n=5)	0 (n=0)
Legislation and Appropriations	23	17 (n=3)	53 (n=6)	30 (n=7)
Reports (preparation and/or discussion)	22	17 (n=6)	44 (n=12)	39 (n=4)
Other	3	82 (n=20)	18 (n=1)	0 (n=0)

[a] Cases "not ascertained" were excluded from the calculation of percentages. Total number of cases was 23. Total percentages for each item may not equal 100 percent due to rounding errors.

TABLE 8: Council Members' Communication Activities and Frequency of Responses (in percent)[a]

Activities	Communication with	Response to Communication
Personally Communicated with the White House	77% (n=17)	76% (n=13)
Personally Communicated with Congress	91 (n=20)	90 (n=18)
Personally Communicated with the Assistant Secretary of Education	55 (n=12)	75 (n=9)
Personally Communicated with the Division of Adult Education	74 (n=17)	100 (n=17)
I have done none of the above	0 (n=23)	

[a] Cases "not ascertained" were excluded from the calculation of percentages. Total number of cases was 23. Total percentages for each item may not equal 100 percent due to rounding errors.

Familiarity With the Council

To accomplish its legislative mandate to advise the federal government on the adult education program, the Council is expected to represent and to maintain contact with the public. The adult education community is obviously the most interested constituent element of the public. An assumption of this study was that the degree of familiarity with the Council by various adult education groups was a critical indicator of the Council's visibility.

The data in TABLE 9 indicate the degree of familiarity i.e. -- high, moderate, some or none -- for four Council characteristics: publications, members, staff and purpose. State directors have the highest familiarity (71 percent) with Council publications, followed closely by the presidents and executive directors of AEA/NAPCAE (65 percent) and USOE (64 percent). Faculty members (26 percent) and others (18 percent) are far less likely to indicate high familiarity with Council publications. This finding may indicate as much about the nature and extent of the Council's distribution methods as it does about the intended audience of its publications. For example, a case of point is in a brief study of how the report, NACAE Response to the President's Urban Policy (1979b), came into existance. The Council saw its report as a "useful and responsible service to the President" (NACAE, 1979c), serving only the President and his staff.

Presidents and executive directors of AEA and NAPCAE are most familiar (38 percent) with Council members, followed by state directors (29 percent). Faculty are the least likely to be highly familiar (6 percent) with members. In fact, 69 percent of the faculty indicated some or no familiarity with members. The category "others", comprised mainly of urban adult administrators, indicated that 53 percent had only some or no familiarity with members. It would appear that familiarity with members is closely associated with a particular group's access to Washington and the adult education political scene.

Table 9: Perceived Degree of Familiarity With The Council By Respondents' Positions (In Percent)[a]

Council Characteristic and Degree of Familiarity	Respondents Positions: State Directors	Presidents AEA/NAPCAE	Faculty	USOE Staff	Others	Total
Council Publications						
High	71	65	26	64	18	42
Moderate	24	18	41	18	53	34
Some	5	18	23	9	18	17
Not	0	0	10	9	12	7
	(n=42)	(n=17)	(n= 96)	(n=11)	(n=17)	(n=183)
Members of Council						
High	29	38	6	27	18	17
Moderate	37	19	25	43	29	29
Some	27	31	40	27	18	34
Not	7	13	29	0	35	21
	(n=41)	(n=16)	(n=94)	(n=11)	(n=17)	(n=179)
Staff of Council						
High	48	71	15	46	18	30
Moderate	24	18	22	27	41	24
Some	19	6	23	27	18	20
Not	10	6	41	0	24	26
	(n=42)	(n=17)	(n=93)	(n=11)	(n=17)	(n=180)
Purpose of Council						
High	56	53	21	82	47	38
Moderate	39	24	40	18	24	36
Some	5	24	30	0	24	21
Not	0	0	9	0	6	5
	(n=41)	(n=17)	(n=94)	(n=11)	(n=17)	(n=180)

[a] Cases "not ascertained" were excluded from the calculation of percentages. Total number of cases was 191.

The staff of the Council is better known than Council members among adult educators in this study. This is not surprising as the permanent staff maintains day-to-day contacts with the adult education community. Again faculity members are the least familiar, with fully 41 percent indicating no familiarity with the staff.

The purpose of the Council, not surprisingly, is most highly familiar to the USOE staff (82 percent), followed by state directors (56 percent), others (47 percent) and, far behind, faculty (21 percent). Probably the most unusual finding is that 39 percent of the state directors, 24 percent of the presidents and executive directors of AEA and NAPCAE, and 18 percent of the USOE staff claim only moderate familiarity with the purpose of the Council. Because of the nature of their positions, these three groups would be expected to have a higher degree of familiarity than in fact they do with the Council.

Levels of familiarity for each of the four areas discussed above appears to depend upon the nature and extent of each groups relationships to the adult education program for which the Council is responsible. Although the Council's primary focus is towards federal officials, implicit in its mandate is a need to maintain contact with the various adult education constituencies. There is some evidence to suggest that the Council, in spite of its increasingly extensive efforts to participate in local, state and regional activities (for example between June 1978 and August 1979 the Council was represented by staff or members at 58 meetings; see NACAE, 1979), is still not visible to a large number of adult educators. When asked for additional comments several respondents indicated that a major failing of the Council is its lack of contact with adult educators, particularly those at the local level.

Council Roles and Functions

The Adult Education Act of 1970 requires the NACAE to do the following: advise on administrative regulations; review the "administration and effectiveness" of the adult education program; make recommendations about adult education policies and programs; and report their activities findings and recommendations to the president (PL 910-230, Sec. 313). Clearly these mandated functions delineate an essentially advisory role for the council. Yet, as others have found in studies of the role orientations of advisory councils, advising is only one of the multiple roles adopted by council members (Cronin and Thomas, 1971 and Kluempke, 1976). In this study the role orienations of Council members and the functions performed by the NACAE as a body are examined from the perspectives of Council members and members of the adult education community.

Information on role orientations shown in TABLE 10 suggest two interpretations. On the one hand, no role orientation received more than 40 percent of the Council members' responses: 39 percent opted for "advocate" as their primary role, 22 percent mentioned "advisory" roles and the remainder mentioned other role orientations. An implication of this finding is the Council members' lack of agreement about their jobs (See Kluempke, 1976: 459-60). On the other hand, 74 percent of the respondents self-identified with three role orientations which seem closely related to an inclusive concept of an "advisory" role, i.e. advocate (39 percent), advisory (22 percent) and evaluator (12 percent). (See Cronin and Thomas, 1978:772-73). The latter interpretation clearly suggests a higher degree of concensus among Council members about their jobs.

Members of the adult education community see the Council member primarily as advocates or advisors. The advocate and advisory roles together account for 91 percent of the responses from state directors, 83 percent from the faculty,

TABLE 10: Primary Role of the Council As Perceived by Adult Educators and Council Members (in percent)[a]

Suggested Roles of the Advisory Councils	State Directors percent	President Exec. Dir. AEA/NAPCAE percent	Faculty percent	USOE Division of Ad. E. percent	Others percent	Total	Council Members percent
Advocate	42%	26%	46%	27%	53%	43%	39%
Advisory	49	53	37	27	37	41	22
Evaluator	0	0	2	9	0	2	13
Officer	0	0	0	0	0	0	13
Supporter	5	16	5	18	11	7	9
Administrative	0	0	0	0	0	0	4
Critic	0	0	0	0	0	0	0
Lobbyist	5	5	9	18	7	0	0
	(n=43)	(n=19)	(n=97)	(n=4)	(n=19)	(n=189)	(n=23)

[a] Cases "not ascertained" were excluded from the calculation of percentages. Total percentages for each characteristic may not equal 100% due to rounding errors.

80 percent from the "others", 79 percent from AEA/NAPCAE officials and 54 percent of the responses from USOE staff members. Unlike the Council members themselves and other segments of the adult education community, a large percent of USOE staff members see the Council members primarily in roles of lobbying (18 percent) and supporting the program to external people and institutions.

Council members are unanimous in identifying advisory functions, reviewing guidelines and regulations and working on legislative proposals as functions which are characteristics of the Council. Also, as the data in TABLE 11 show, most of the members feel that they, as a Council, are also involved in working on publicity and support (90 percent), lobbying (84 percent) and making managerial suggestions (72 percent). Although members of the adult education community do not see the Council as performing all of the functions to the same degree as members, they overwhelmingly see the Council functioning as an advisory body. On the average, about 9 of 10 adult educators identify the advisory functions, per se, and reviewing guidelines and regulations as functions which are definitively characteristic of NACAE. Much less visible to the adult education members is the Council function of making managerial suggestions. The 39 percent who say the Council does characteristically make managerial suggestions is out-weighed by the 39 percent who do not see this as a function of the Council and the relatively large percentage (25 percent) who have no opinion about the Council in this capacity.

Perceived Impact of the Council

Many observers seem convinced that advisory councils have little, if any, influence in shaping legislation or overseeing policy implementation. Such observers think that Presidents sign legislation sent from Capitol Hill to be administered by bureaucrats without much, if any, regard for the views of members of advisory councils. Some would argue that this lack of "clout" in policy-making is partially due to such characteristics of councils as few and irregularly held meetings,

Table 11: Functions of Advisory Councils As Perceived by Adult Educators and Council Members (in percent)[a]

Functions of Advisory Councils	State Directors	Pres./Exec. Dir. AEA/NAPCAE	Faculty	USOE Division of Adult Ed.	Others	Total	Council Members
Advisory							
Characteristic	88 %	100 %	88 %	82 %	80 %	88 %	100
Not	7	0	2	18	0	4	0
No Opinion	5	0	10	0	20	8	0
	(n=41)	(n=19)	(n=98)	(n=11)	(n=20)	(n=189)	(n=23)
Review Guidelines and Reg.'s							
Characteristic	100	95	82	100	80	88	100
Not	0	0	6	0	10	4	0
No Opinion	0	5	12	0	10	8	0
	(n=40)	(n=19)	(n=98)	(n=11)	(n=20)	(n=188)	(n=20)
Legislation							
Characteristic	83	63	57	91	65	66	100
Not	15	21	22	9	15	19	0
No Opinion	2	16	21	0	20	15	0
	(n=41)	(n=19)	(n=96)	(n=11)	(n=20)	(n=187)	(n=22)
Publicity							
Characteristic	90	74	67	91	75	75	90
Not	8	10	13	9	5	11	5
No Opinion	2	16	20	0	20	14	5
	(n=40)	(n=19)	(n=98)	(n=11)	(n=20)	(n=188)	(n=20)
Lobbying							
Characteristic	73	74	61	91	35	64	84
Not	17	16	24	9	30	21	11
No Opinion	10	10	15	0	35	14	5
	(n=41)	(n=19)	(n=96)	(n=11)	(n=20)	(n=187)	(n=19)
Managerial Suggestions							
Characteristic	46	42	30	55	35	36	72
Not	36	42	42	36	25	39	28
No Opinion	18	16	28	9	40	25	0
	(n=35)	(n=19)	(n=97)	(n=11)	(n=20)	(n=186)	(n=18)

[a] Cases "not ascertained" were excluded from the calculation of percentages. Total percentages for each characteristic may not equal 100% due to rounding errors.

lack of council staff and very small budgets. In sum, this view holds that councils do little with a pittance of resources and have virtually no impact on the people who make policy (see Bethell, 1979). As the data in this study suggest the NACAE does not conveniently fit that model. Rather, Council members and members of the adult education community think the Council is influential in policy-making.

Both Council members and adult educators were asked to rate the degree of impact that the Council has had on several factors: legislation, policy implementation, President, Congress, Commissioner of Education, Director of the USOE, Division of Adult Education, and significant Others (members of the adult education community). The data in TABLE 12 indicate that the great majority of members rated the Council as having a significant or moderate impact on every factor with the exception of the office of the President. Only 26 percent say that the Council had much impact on that office. In contrast to the members' strongly positive perceptions of the Council's impact were the more varied perceptions of adult educators. For example, as the data in TABLE 12 show, there are some dramatic differences from a low of 42 percent to a high of 93 percent for legislation; policy implementation a low of 28 percent to a high of 76 percent; the President from a low of 13 percent to a high of 29 percent; U.S. Congress from a low of 17 percent to a high of 82 percent; Commissioner of Education from a low of 30 percent to a high of 60 percent; Director of the Division of Adult Education from a low of 56 percent to a high of 74 percent; and significant Others with a low of 33 percent to a high 83 percent. In every case, faculty members ranked every area lower, while the highest ratings were most likely to come from State Directors. AEA/NAPCAE Presidents or Executive Directors, or U.S.O.E. Divison of Adult Education Staff.

Perceived impact tended to be considered higher by those groups most likely to have some access to the political scene in Washington (AEA/NAPCAE Presidents or Executive Directors and U.S.O.E. Staff) or those who were more immediately concerned with adult basic education activities (State Directors). The less positive

Table 12: The Impact of the Council as Perceived By Members and Adult Educators (in percent)[a]

Areas of Potential Impact	State Directors	AEA/NAPCAE Pres./Staff	Adult Educators: Faculty	Adult Educators: USOE Staff	Adult Educators: Others	Adult Educators Total	Council Members
Legislation							
Significant-Moderate	93 %	63 %	42 %	91 %	60 %	60 %	100 %
Limited-none yet	2	32	41	0	20	27	0
Don't Know	5	5	17	9	20	13	0
	(n=42)	(n=19)	(n=98)	(n=11)	(n=20)	(n=190)	(n=22)
Policy Implementation							
Significant-Moderate	76	58	28	64	55	46	90
Limited-none yet	22	26	49	27	25	37	4
Don't Know	2	16	24	9	20	17	0
	(n=41)	(n=19)	(n=97)	(n=11)	(n=20)	(n=188)	(n=23)
The President							
Significant-Moderate	29	16	13	18	20	18	26
Limited-none yet	39	58	43	64	45	45	65
Don't Know	32	26	44	18	35	37	9
	(n=41)	(n=19)	(n=98)	(n=11)	(n=20)	(n=189)	(n=23)
U.S. Congress							
Significant-Moderate	78	32	17	82	45	39	91
Limited-none yet	15	53	56	9	30	41	9
Don't Know	7	16	27	9	25	20	0
	(n=41)	(n=19)	(n=98)	(n=11)	(n=20)	(n=189)	(n=23)
U.S. Commissioner of Ed.							
Significant-Moderate	63	37	30	55	60	42	83
Limited-none yet	27	37	40	36	15	34	17
Don't Know	10	26	31	9	25	24	0
	(n=41)	(n=19)	(n=98)	(n=11)	(n=20)	(n=189)	(n=23)
Director-Division of Adult Ed.							
Significant-Moderate	73	74	56	73	65	64	96
Limited-none yet	22	16	24	18	15	21	5
Don't Know	5	11	20	9	20	15	0
	(n=41)	(n=19)	(n=98)	(n=11)	(n=20)	(n=189)	(n=22)
Significant Others							
Significant-Moderate	83	74	33	64	70	54	96
Limited-none yet	12	21	40	27	20	29	5
Don't Know	5	5	28	9	10	17	0
	(n=42)	(n=19)	(n=98)	(n=11)	(n=20)	(n=190)	(n=22)

[a] Cases "not ascertained" were excluded from the calculation of percentages.

estimates of Council impact were most likely to come from those most removed from Washington (Others) or not as strongly associated with adult basic education (Faculty). The most important finding undoubtedly was the great difference in perceptions of the impact between members and adult educators. This difference might be partially explained by the legislative mandate for the Council which clearly directs its focus toward the President, Congress and the Commissioner of Education and not other clients, although an implicit philosophy of the Council is "citizen involvement" (NACAE, 1979:11).

Ratings of Council Publications

Because Council publications are the most visible evidence of the Council, adult educators were asked to rate annual reports and several selected publications. As the data in TABLE 13 indicate the annual reports were rated as good to excellent by 74 percent of the adult educators, ranging from a low of 65 percent to a high of 91 percent. The good to excellent ratings of the selected reports were respectively A Target Population in Adult Education (71 percent), An Historical Perspective: The Adult Education Act 1976-1979 (70 percent), Adult Education Futures and Amendments (62 percent), An Assessment of the Federal Adult Education Act Program (62 percent), and NACAE Response to the President's Urban Policy (30 percent).

An interesting revelation was the fact that while several reports did not receive extensive good to excellent ratings, it seemed to be more a reflection of a lack of knowledge (Don't Know) rather than a more negative assessment. As with the question on impact, Faculty tend to be most critical of Council publications.

Table 13: Ratings of Council Publications By Adult Educators (In Percent)[a]

Publication By Rating	Adult Educators: State Directors	AEA/NACAE Pres./Staff	Faculty	USOE Staff	Others	Total
Annual Reports						
Good-Excellent	90 %	84 %	68 %	73 %	65 %	74 %
Poor-Fair	10	16	20	27	15	17
Don't Know	0	0	12	0	20	8
	(n=42)	(n=19)	(n=99)	(n=11)	(n=20)	(n=191)
A Target Population in Adult Ed.						
Good-Excellent	88	90	59	73	70	71
Poor-Fair	10	10	18	18	5	14
Don't Know	2	0	22	9	29	15
	(n=42)	(n=19)	(n=98)	(n=11)	(n=20)	(n=190)
An Historical Perspective: The Adult Education Act 1964-1974						
Good-Excellent	88	79	60	82	70	70
Poor-Fair	7	10	20	18	5	15
Don't Know	5	10	20	0	25	15
	(n=42)	(n=19)	(n=99)	(n=11)	(n=20)	(n=191)
Adult Education Futures and Amendments						
Good-Excellent	91	84	42	73	75	62
Poor-Fair	7	10	14	18	0	11
Don't Know	2	5	44	9	25	27
	(n=42)	(n=19)	(n=98)	(n=11)	(n=20)	(n=190)
An Assessment of the Federal Adult Education Act Program						
Good-Excellent	91	84	41	82	75	62
Poor-Fair	2	11	16	9	5	11
Don't Know	7	5	43	9	20	27
	(n=42)	(n=19)	(n=98)	(n=11)	(n=20)	(n=190)
NACAE Response to the President's Urban Policy						
Good-Excellent	66	33	21	46	60	38
Poor-Fair	5	28	14	18	10	13
Don't Know	29	39	65	36	30	49
	(n=41)	(n=18)	(n=91)	(n=11)	(n=20)	(n=181)

[a] Cases "not ascertained" were excluded from the calculation of percentages.

Conclusions/Implications

In terms of the Council's future role in adult education, findings from this study suggest several issues which may need to be addressed by adult education practitioners. The implications which follow need to be understood in light of serveral limitations of this study. Although 62 percent or 23 of the 37 people who have served as members of the Council are represented in this study, confidence in generalizations about Council members' self-assessment would obviously be greater with a higher response rate. To the extent possible information about non-respondents has been developed. Unfortunately, such data are not a substitute for the Council members own responses to issues addressed in this study. In short, there is the possibility that the perspectives of the non-respondents may be similar or different from the Council members studied, but one cannct be sure.

For purposes of this discussion, information on Council members was presented without regard for when they served. This decision might have underestimated or not detected changes which may have occurred in Council characteristics from 1971 through 1979. Also, the respondents from the adult education community may have responded to questions in terms of their images of the Council in 1979 or in earlier years. Thusly, the conclusions may not reflect changes in the council from 1971 to 1979 or how those changes are presently perceived by members of the adult education community.

The data provide an in depth description of this Council. Although some comparisons have been made to analyses of other advisory councils, the emphasis in this study has been on comparisons between perspectives of Council members and those of segments of the adult education community, major constituents of the Council. Other studies have not provided similar data on the perspectives of constituents of advisory bodies. Whether this Council has a more or less

favorable image among its constituents in comparison to other advisory bodies is not known in a systematic way. However, in some interviews with persons knowledgeable about this and other national advisory Councils the NACAE is consistently rated among the top two or three in terms of its effectiveness.

One issue is whether the Council ought to be more "expert" or "representative" in its membership. On the one hand, some argue that educators' influence on the Council does not allow for the Council to very effectively criticize the education establishment. On the other hand, some are mindful that the mandate for Council membership places its highest priority on recruiting "knowledgeable persons in the field of adult education." The importance of this finding for adult education practitioners appears to be a need to explore, and possibly reconsider, the nature of membership on the National Advisory Council on Adult Education. For example, could the "expert" requirement be met in part by the appointment of adult education teachers, a category heretofore not included? Or the "representative" need fulfilled by recent participants in adult education programs?

A second issue concerns the amount of time and energy available to Council members. The findings suggest that in the main members are perceived as devoting considerable time to Council activities by members and adult educators alike. However, there is evidence to suggest that many adult educators believe that the members should spend more time communicating with local programs, a perception which reflects a belief that the Council is too far removed from what the local programs are all about. These findings are supported by the degree of familiarity adult educators have toward the Council. Higher familiarity tends to be found with those whose positions are more closely associated with the federal government while less familiarity is more often associated with those with a more local orientation. An implication for practitioners is to identify ways of improving communication with the Council, a two-way process.

A third issue regarding roles and functions of the Council suggests a high degree of agreement between members and adult educators. The Council is seen to be a national advocate and adviser for adult education. The minimal identification with more activitist roles such as critic or evaluator would suggest that neither a majority of members nor of adult eduators expect or seek great diversity in the Council's role or functions. An implication of this finding and interpretation is that practitioners should be assessing whether the Council, in spite of its highly positive image with the vast majority of the adult education community (and as several interviews indicated with Congress and federal officials as well), should be more visibly active in its role orientation. One Council attempt to more be active occurred in 1976 when a Council plan to do an extensive evaluation of USOE adult education program was submitted to Congress. Congress, however, did not provide the funds to conduct that evaluation.

A final finding to note concerns the Council's perceived impact which was considered to be much higher by members than adult educators, although the degree of perceived impact ranged widely within the adult education community. The greater the proximity individuals have to the adult education legislative process in Washington the more positively they rate the Council. In the absence of a broad communication system between the Council and the adult education community perceptions of impact are excessively dependent on poor or incomplete information. The implication of this finding is that the Council's perceived impact would be more effective and more widely known if the Council and a wider base of adult educators were communicating more regularly.

FOOTNOTES

[1]Congress tends to support or at least not deny special interest access to governmental agencies. See, for example, Aberbach and Rockman (1978:830). A similar observation was also made in an August 1, 1979 interview conducted by DeSanctis with a long time education lobbyist in Washington, D.C.

[2]In 1977 there were 875 advisory committees; by December 1979 there were 816, a decrease of 59 (U.S. President, 1979:8). In the main it appears that the reduction was in non-functioning advisory bodies because the total number of individuals serving on such bodies has not changed substantially, while the cost of operating advisory bodies has continued to rise.

[3]In a mid-term review of Carter's reorganization efforts Dempsey (1979) found few substantive changes. Although Dempsey believes that the idea of zero-based budgeting is very rational, Dempsey notes that few agencies really fear Carter. As the minutes of the April 5-8, 1978 meeting reveal, the Council took a public position to garner public and congressional support to preserve its independent existence (see NACAE, 1978).

[4]As Hess (1976:169) noted there has and will continue to be resistence to congressionally mandated advisory systems that in the judgement of presidents have unnecessarily "cluttered the White House." Executive reorganization plans are attempts "to secure power over a bureaucracy whose real source of independence is congressional funding," a reality recognized by both the President and Congress (Karl, 1978:30-31). In its consolidation efforts the Carter administration suggested that there were several alternatives to advisory councils. See, for example, the August 4, 1978 testimony of Dr. Albert L. Alford, Assistant Commissioner for Legislation, USOE before the House Subcommittees on Elementary, Secondary and Vocational Education (U.S. Congress, House, 1977).

[5]Unlike both the Cronin and Thomas (1971) and the Kluempke studies (1976) the present study did not ask the members as to their party affiliation but it is interesting to note that all members during the period covered were appointed by Republican presidents (Nixon or Ford) but who, in spite of their mutual antipathy toward increased federal growth, were quick to fill Council vacancies. Likely they availed themselves of the opportunity to counteract, in the words of Aberbach and Rockman, a "career bureaucracy with very little Republican representation" (1976:466-467). It should be noted that the most persistent criticism of members (and several adult educators) was the lame-duck status of many members who had their normal three-year terms extended because of the appointment freeze during Carter's reorganization efforts which extended from January 1977 until new appointments were confirmed in August 1979.

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